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ABSTRACT

This study concerns the types of influence exerted by staff individuals and units and nonstaff individuals and units in the activities of regional economic and social development organizations. Four different social units, each involving different theoretical considerations, are involved in the analysis. These four social units are: social action situations, personalities, organizations, and regions. The position and role specifications of staff and lay leaders are delineated. Other areas of discussion are the decision making processes, the power and influence processes, the tension management processes, the involvement and motivation processes, and the goal attainment processes in relation to various development goals. (DB)

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Regional Development Studies

No. 3

LEADERSHIP IN MULTI-COMMUNITY AND MULTI-COUNTY DEVELOPMENT ORGANIZATIONS

by

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STAFF AND NON-STAFF LEADERSHIP IN MULTI-COMMUNITY AND MULTI-COUNTY ECONOMIC AND SOCIAL DEVELOPMENT ORGANIZATIONS

Tasks A and B of this project* are concerned with the types of influence exerted by staff individuals and units and non-staff individuals and units in the activities of regional economic and social development organizations.

This assignment involves us in the analysis of four quite different social units, each involving different theoretical considerations. These four social units are: social action situations, personalities, organizations, and regions. The terms staff and non-staff leadership invite separate treatment and define the difference between tasks A and B. (It is worth noting that the use of "non-staff" instead of "lay" is purposeful. In development organizations, many of the so-called "lay" leaders are not only professionals, but are professionals in fields related to development.) The terms social and economic development delimit the field and specify a particular type of organization and also identify the main focus of our concern. As we answer the various questions which are central to staff and non-staff leadership in regional development organizations, we will be utilizing the four theories and various terms involved; therefore, part one concerns itself with basic concepts and theoretical considerations.

Basic Concepts and Theoretical Considerations

A. Social and economic development. The term development implies change over time. While change could be in any direction, in the context in which we are using the term, it means change for the better or improvement, which, of course, involves a judgement on the part of someone as to what constitutes improvement. With these thoughts in mind, we will define

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development for our purposes to mean an improvement in the economic and social aspects of the life of a people over a period of time.

An enumerative definition may further define and make explicit what is meant by social and economic aspects of the life of a people.

Social and economic development can be a change in one or more of the following:

A. Differentiation
   1. Number of services available
   2. Quality of services available
   3. Number of agencies dispensing services
   4. Variety of types of information processed
   5. Number of different positions, roles, and occupations

B. Use of Available Services
   1. Potential ability of families to use facilities and services
      a. Level of family income
      b. Distribution of family income
      c. Opportunities for employment
   2. Facilities possessed by families
   3. Services used by families

C. Technology and Efficiency
   1. Technology level
   2. Contribution to the larger society

D. Beliefs and Disbeliefs

   Pull Factors
   1. Goals
   2. Belief Orientations
   3. Value Standards

   Able Factors
   1. Opportunity
   2. Ability
      a. Knowledge and skills
      b. Problem solving ability
   3. Support

E. Attitudes
   1. Need satisfaction level
   2. Solidarity
   3. Morale and satisfaction

F. Behavior
   1. Support of self and dependents
   2. Productiveness
   3. Utilization of physical and human resources
   4. Creativity

G. Resources and Facilities
   1. Physical resources
   2. Human resources
   3. Facilities

H. Structure
   1. Life styles
   2. Organization patterns

I. Consequences and Composite Patterns
   1. Quality of living
   2. Quality of persons produced
   3. Quality of families and organizations produced

B. Behavioral science elements (data). Six main types of behavioral science elements are used in analyzing and understanding social action situations, personalities, organizations, and regions. They are: (1) organization structure, (2) facilities and physical resources, (3) members, (4) reference category characteristics, (5) beliefs and disbeliefs or orientations, and (6) actions -- or in other words, attitudinal-behavioral response patterns. It will be noted in Table 1 that the same general elements are important in the analysis of all four types of social units

The particular data involved in the analysis of the four types of social units are quite different, however. In social action situations, we are

TABLE 1

ELEMENTS WHICH ARE IMPORTANT IN THE ANALYSIS OF FOUR TYPES OF SOCIAL UNITS

Elements	Social Action Situation Elements relevant to the particular social action situation	A Particular Personality Description of a person in terms of these elements	A Particular Organization Description of the organization in terms of these elements	A Region Persons, organizations, and communities within the region described in terms of these elements
1. Organization Structure (Sub-unit interaction patterns and linkages)				Percentage Distribution
a. Formal				
b. Informal				
2. Facilities and Physical Resources				
3. Members - Number (Individuals, organizations and communities)				
4. Reference Category Characteristics				
a. General				
1) Of the organization(s)				
2) Of the members (actors)				
3. Of the communities				
b. Specific				
1) Of the organization(s)				
2) Of the members (actors)				
3) Of the communities				
5. Orientations - Beliefs and Disbeliefs				
a. Able Factors				
1) Opportunities				
2) Abilities				
3) Support				

(Continued)

TABLE 1 (Continued)

Elements	Social Action Situation Elements relevant to the particular social action situation	A Particular Personality Description of a person in terms of these elements	A Particular Organization Description of the organization in terms of these elements	A Region Persons, organizations, and communities within the region described in terms of these elements
				Percentage Distribution
b. Pull Factors 4) Goals				
5) Belief Orientations				
6) Value Standards				
7) Customs				
c. Push Factors 8) Expectations				
9) Force				
10) Commitments				
6. Actions -- Forms of Social Behavior (Attitudinal-Behavioral Response Patterns) a. Action-Gross Behavioral response				
b. Expressions of Sentiments				
c. Expressions of Opinions and Beliefs				
d. Expressions of Hypothetical Actions				

interested in those elements which are relevant to the particular social action situation being considered as they are perceived by the actors involved. In leadership selection, we frequently start not with particular social action situations but with a person, predicting how he will react in the types of situations he will confront in the position for which we are considering him. Thus, his personality, which consists of a unique configuration of his reference category characteristics, his beliefs and disbeliefs, and his attitudinal-behavioral response patterns, becomes our central concern. In analyzing a particular organization, we treat the organization as a closed system, and describe all of these elements which characterize the organization. If we are interested in only particular activities of the organization, such as those related to economic and social development, only those aspects of the organization conceived to be relevant to these activities would be described.

In a region, many social actions have occurred and are occurring, many organizations are functioning in a variety of development activities. The regional analysis presents a sum or composite of what has happened over a period of time, an over-all picture of what is happening at a particular point in time or an overview of the elements relevant to economic and social development for the population, the organizations, and the communities of the region as a whole. Since they will be varied and diffuse, they will usually be presented in percentages so that changes in proportions can be seen for different points in time thus making the change aspect of development easily visible. Because of the importance of each of these four units for our analysis, we will describe each one separately in brief.

The Region

A region, as used in this presentation, is primarily a geographic area or arena comprising a population of individuals, organizations, and communities and encompassing a wide variety of activities even within the limited field of social and economic development. The individuals, organizations, and communities within a region may have much, little, or no contact and relationship with each other. To analyze a region in terms of some of its activities requires the identification of the particular activities and the analysis of these activities in terms of variables relevant to the purpose of the investigation. Being a bounded geographic area, each region has a particular set of physical resources and facilities and a particular set of human resources in relation to any particular area of interest. Its relationship to other geographic areas is very important. Having populations and much variety a region may be analyzed in terms of the relevant characteristics of its population of individuals, organizations, and communities.

A region may also be viewed as a macro society in which case it may be perceived as having certain societal needs based on the needs of its individuals and its organizations. It may then be analyzed in terms of the variety of ways in which particular needs are met.

Certain processes are of particular importance in the operation of a region in relation to social and economic development. Among these are: (1) linkages between and among units, (2) communication, (3) goal setting and decision making, (4) leadership power and influence patterns, (5) adjustments to the environment, (6) social control, (7) solidarity development, (8) tension management, (9) goal attainment.

The diffuse nature of a region and the independence of organizations and communities within it make these processes in the region quite different

from the same processes within an organization or even within a single community or county.

An Organization

A social organization is simply a set of differentiated parts which are so related to each other that they function as a unit and in which some of the parts are people.

Viewed in another sense a social organization is a social tool or mechanism created to achieve some particular purpose or purposes which in most cases could not be achieved as effectively by individual effort.

The first definition calls attention to the fact that organizations function and act as a unit, in other words, they are actors, and that they are composed of both person and non-person parts. The second definition focuses on the limited special interests of an organization and on the fact that it is a tool designed for particular purposes.

Organizations are not completely unique in relation to purpose, however, for the decision to use an organization as a tool automatically involves the need to develop and maintain an effective organization. Thus all organizations have at least two broad functions in common: (a) the development and maintenance of an effective organization, and (b) the attainment of the goal or goals for which they are organized. The first tends to produce many similarities in organizations; the second generates differences.

In contrast with the variety and diffuseness which characterizes the region, an organization has particular limited beliefs, goals, and value standards. It can act to organize a division of labor; it can reward and punish and exert control over its members. Because of its limited special interests, it will ignore or actively avoid becoming involved in the activities

which are taking place within the region or community which are not important to its purposes.

Any single organization will deal with only limited aspects of development whereas a regional view sums all of the social and economic development activities of all of the individuals, organizations, and communities within the region. This is an important distinction. When one considers the social and economic development which has taken place in a community or a region, he is talking about the development activities brought about by the individuals and organizations within the community and the region, not by the community or the region as such. Thus the active agents that bring about development activities are individuals and organizations.

Organizations have many organizational problems, tasks, or processes in common, particularly in relation to organization effectiveness and maintenance. Among these are the following:

1. Goal attainment
2. Recruitment
3. Division of labor
4. Role and status allocation
5. Leadership -- selection, training, utilization, and support
6. Socialization, institutionalization, pattern maintenance
7. Motivation
8. Communication
9. Social control
10. Tension management
11. Adaptation
12. Boundary maintenance
13. Integration -- coordination, systemic linkage
14. Cohesiveness and morale
15. Evaluation

When economic and social development organizations are viewed in terms of their special interests or in other words goal attainment, we need to turn once again to the various aspects of the economic and social development to get a perspective of the wide variety of special interests which are possible.

A given organization may specialize in a number of ways: in a particular membership or clientele, in a particular subject matter or domain of interest, in particular processes or techniques of operation, etc. The fact that an organization can limit its objectives to only a few processes in relation to one or two types of development makes possible a wide variety of specializations among economic and development organizations. It should be borne in mind that, for particular organizations, development -- or success of a particular development program -- may be only one of many organizational goals.

Social Action Situations

Leadership is a particular type of social action, hence many of the important questions relevant to staff and non-staff leadership can best be answered in terms of social action situations and in terms of theories of social action. Why people do and do not participate, how to involve and motivate lay leaders, what roles are non-staff leaders likely to play best are some examples of questions relevant to economic and social development. It is our thesis that social action situations can best be analyzed in terms of the relevant cluster of elements which were enumerated earlier.

Personality

In the analysis of personalities, we are interested in analyzing only those aspects of personality relevant to our task. Thus we are interested in only a few of a person's reference category characteristics, only some of his beliefs and disbeliefs, and only in those past attitudinal-behavioral response patterns which will help predict his response patterns in the position for which we are considering him. We are at the same time interested

in how he will be perceived and responded to by others within the organization and by the general public.

There is much that is possible in the analysis of the above four types of social units in relation to economic and social development. Our assigned task, however, invites a more limited perspective and designates particular processes to which we should pay special attention. Among these are: the position and role specifications of staff and lay leaders, the decision-making processes, the power and influence processes, the tension management processes, the involvement and motivation processes, and the goal attainment processes in relation to various development goals.

Most of the assigned problems of Task A and B fall within the broad category of organization structure and in leadership behavior within an organization. This being the case, we will deal mostly with organizations and social action situations as our units of analysis involving personality and regions in those contexts in which their relevance is particular evident.

While there are many questions which might be addressed there are a few which are particularly relevant to Task A and B. We shall focus our attention on these.

Among the problems which we have been asked to treat in relation to both staff and non-staff leaders are the following:

1. In what positions should they function?
2. What roles should they perform?
3. What main characteristics should they possess?
4. How may they be effectively involved?

The first two deal with organization structure, the third with personality characteristics, and the fourth with social action.

Before answering the questions posed, we would like to lay a foundation for our recommendations by drawing some observations from a study of multi-community and multi-county development organizations which we conducted, and formulate a few propositions which may serve as guidelines. Since the analysis of the data of the study is not scheduled for completion for some time, our observations are drawn from field experiences in gathering the data and from the reading of enough of the cases to obtain a feel of the findings. While thorough analysis may change some conclusions, we have gained many important insights in relation to Tasks A and B which we did not have prior to the field experience involved in the study.

1. Economic and social development in a region is the work of many organizations performing different tasks. Economic and social development is a many splendored thing and any single task has many phases. We found no organization which was concerned with the total range of economic and social development in an area. We found many organizations whose goals and objectives encompassed some parts of economic and social development and some encompassed some particular phase of a task rather than the task as a whole. These combinations thus produced a rather wide variety of organizations concerned with social and economic development.

2. The positions and roles of both staff and non-staff leadership differed greatly with differences in organization objectives.

3. Development organizations in high density regions make greater use of professional planners and consultants than development organizations in low density areas.

4. In regions of low population density, social and economic resource development staff members are usually more knowledgeable regarding development

than non-staff leaders. In areas of high population density, many non-staff leaders are technically more qualified on the subject of development than are the staff leaders.

5. Most organizations involved in social and economic development are "branch offices" of parent organizations with purposes going beyond development and operating in many communities. Their organization structures are determined in the main by the parent organization and may be determined by needs arising from goals other than development.

6. Organization structures designed by parent organizations are frequently not well adapted to local needs. Most organizations perform about the same functions whether there are few or many other development organizations in the region.

7. Citizens are relatively unaware of the development organizations which exist in a region and of the functions which they perform.

8. Community colleges are more likely to be located in moderate density areas than in either high or low density areas.

9. In educational organizations, non-staff leaders in some way representative of the local population are used in policy formulation as a matter of philosophy or principle. Most development organizations, however, use non-staff personnel to perform needed functions which the organization either lacks staff to perform or which non-staff persons can perform more effectively than staff.

10. Among the factors which enter into the selection of non-staff leaders are: influence in the community, willingness to help, time to devote, known interest and support for the activity, the possession of particular needed skills and abilities.

11. Development activities rank lower than several other alternative activities in the priority hierarchy of most non-staff leaders. This being the case, non-staff leaders will withdraw or refuse to participate if the costs of participation become too high.

12. Some factors which influence non-staff leaders to participate are: public recognition, prestige, being asked and expected to help, interest in the task, ability to make a significant contribution, perceived importance of the activity.

13. Economic and social development staff positions are high risk positions. In many cases, the staff must relate to and satisfy several different bosses and client systems, each of whom have different expectations and demands.

14. A sense of activity and accomplishment decreases as one moves from the center of the organization out. The staff may be very active, the board moderately so, the committees only occasionally involved, and the general public generally unaware that anything is going on except as a project activity may be publicized.

15. Organizations were quite different in: (a) the extent to which they used non-staff leaders, (b) the amount of time they expected of non-staff leaders, (c) the independence of non-staff leaders in expressing opinions and comments, and (d) the clarity of role definition of both staff and non-leaders.

16. In most regions there was competition between organizations with two or more organizations trying to perform the same function.

17. Organizations committed to or attempting to involve the disadvantaged segments of the population in organization activities or in their programs were experiencing great difficulty in doing so.

18. In some organizations, decision making, technical consultation, and reaction to projects and proposals were performed by separate sub-groups; in others, all three functions were performed by the same group.

19. Some non-staff persons participate in two or more development organizations within the region.

20. Some regional development organizations are relatively new and are still exploring the dimensions of the problem, and are admittedly experimenting with different organizational patterns and structures.

21. Some development organizations tightly control the selection of their boards selecting on particular characteristics; others invite other organizations to send representatives and thus have less control over the characteristics of board members frequently yielding a greater variation in the Board.

22. An overview of social and economic development in a region gives the impression of many wheels slowly turning in a limited area. They are usually independent but occasionally one wheel touches another, thus giving it an added spin. They are definitely not cogs intermeshing so that when one turns, others must turn also.

23. Economic and social development organizations can be grouped into categories based on organizational influence and control. (1) Private enterprise organizations, such as county chambers of commerce and some industrial development organizations are operated and controlled by business and industry to promote projects and activities advantageous to business and industry and to resist projects and activities perceived as detrimental to the interests of business and industry in general. (2) Locally administered state and federal programs are funded largely by government funds, government

agencies retain review and veto power over organization structure, organization changes and organization projects. Local boards may recommend but do not have decision-making authority for major decisions. OEO, EDA, and Urban Renewal are of this type. (3) Locally-administered jointly-sponsored governmental programs. Some organizations and their programs are jointly funded by county and state government or by county, state, and federal programs. In these programs the local county and local citizens have more voice in major decisions regarding the program. The Extension Service, the BOSES organizations and community colleges are examples of such organizations and programs. (4) Local governmental development organizations. The funding for these activities are from a city, a county, jointly by a city and a county, or jointly by several counties in a natural regional area. The decision-making power usually rests with representatives of the governmental agencies which are sponsoring and paying for the project. Professional planners are frequently hired to assist in such organizations. The MIDNY five-county organization and regional planning boards are examples of these local governmental development activities. (5) Voluntary citizens organizations. In these cases, the funding is derived from voluntary contributions and the decision-making power rests in a citizen board. Vacancies in the board are usually jointly filled by recommendations from the staff and the board and voted by the board. In this type of organization, the staff tends to play a dominant role. United Fund organizations and citizens councils are of this type. (6) Individual sponsored development projects. Another type of development activity in a region is that sponsored and funded by a foundation, a wealthy resident, a single organization in a community, an industrialist deciding where to locate his industry, a university sponsoring

projects in the area around it or having projects sponsored by some of its professors, a road commission relocating a major highway, or a civic club promoting a particular development project. In these cases, the decisions are predominantly under the control of the sponsor.

Analysis

We have presented observations from our research in the form of propositions. As we do not as yet have conclusive evidence to support these propositions, we will label them more accurately as working hypotheses based on our observations. Turning now to the four questions presented earlier, we will assume that our hypotheses are correct and will make our recommendations as if this were the case.

Questions one and two fit together and are a part of the same theoretical frame of reference. Since this is the case, we will treat them together.

Frederick L. Bates has formulated a very neat classification of expectations in relation to organization structure. This classification is ideally suited to our present problem. Bates presents a hierarchy of expectations under the concept headings of norm, role, position, situs, and station.

Norm - What a person in an organization is expected to do in a specific situation. Example: sign secretary's time sheets.

Role - A small cluster of norms which relate to each other around a specific function. Example: supervision of secretarial staff.

Position - A small cluster of roles which relate to each other around a general function. Example: manager of EDA district office.

Situs - A cluster of positions which comprise a particular office, job, or occupation in an organization. Example: EDA District Director.

Station - The total configuration of situses of a particular person. Example: EDA District Director, Rotary Club President, Father, Husband, Church Elder, and Ward Chairman in his political party.

With the Bates classification, all of the organization expectations which may be attached to a particular person can be related to each other in an integrated pattern.

Questions one and two involve the analysis of two of these units, namely roles and positions in relation to economic development organizations.

Let us first consider some of the specific functions, or in other words roles, which are performed in economic development organizations.

Roles Related to Establishing the Organization

1. Determining organization goals and objectives
2. Planning an organization design suited to the goals and objectives
3. Formulating general rules and procedures, constitution, and by-laws
4. Defining roles and positions
5. Recruiting personnel for the various roles and positions
6. Arranging for facilities and resources
7. Establishing boundaries of activity and membership

Roles Related to Programs

1. Selecting program goals and objectives
2. Establishing priorities
3. Delegating responsibilities
4. Designing projects
5. Reviewing proposed projects
6. Deciding which projects will be supported

Roles Related to Programs (continued)

7. Funding projects
8. Operationalizing, administering, and carrying out projects
9. Reporting on projects
10. Program evaluation

Roles Related to Office Operations

1. Typing correspondence
2. Typing materials and reports
3. Mimeographing and duplicating materials
4. Greeting, directing, and giving general information to clients and visitors
5. Maintaining files of correspondence, reports, and materials
6. Stocking needed materials
7. Mailing and shipping materials
8. Reading and answering correspondence
9. Conferring with clients and callers
10. Supervision of secretarial work

Roles Related to Leadership and Personnel

1. Selection of Board members
2. Selection of major staff positions
3. Supervision of major staff positions
4. Evaluation of major staff positions
5. Selection of supporting staff positions
6. Supervision of supporting staff positions
7. Evaluation of supporting staff positions
8. Selection of committee chairmen
9. Selection of committee members
10. Follow-up and supervision of committees
11. Collecting needed data for committee activities
12. Reporting committee activities
13. Evaluation of committee activities
14. Handling major staff conflicts and morale problems
15. Handling supporting staff conflicts and morale problems
16. Handling conflicts and morale problems within the Board
17. Handling conflicts and morale problems within committees

Roles Related to Research

1. Designing research studies
2. Preparing questionnaires, schedules, and other research materials
3. Directing field work
4. Collecting research data
5. Editing
6. Coding
7. Punching
8. Machine operation
9. Planning analysis and reports
10. Data analysis
11. Report writing
12. Presentation of research findings to selected audiences

Roles Related to Organization Meetings

1. Planning the program agenda
2. Arranging for program participants
3. Arranging for facilities
4. Sending out notices
5. Conducting the meeting
6. Evaluating meeting effectiveness
7. Sending representatives to relevant meetings held by other organizations

Roles Related to Project Promotion

1. Selection of the project
2. Developing support and sanction among decision makers
3. Planning project strategy
4. Preparation of promotional materials
5. Contacting and conferring with relevant parties
6. Arranging meetings with relevant parties
7. Selling the project
8. Mobilizing needed sanction and support in the community
9. Finalizing arrangements
10. Evaluation of project accomplishments

These roles, which are found in multi-community and multi-county organizations, are not an exhaustive list of the possible roles, but are sufficient for our conclusions and recommendations.

It will be noted that any of the roles enumerated could be performed by either a staff or non-staff person. Non-staff persons will usually play fewer roles than staff persons, of course, as they usually have less time to devote and do not have a monetary reward which requires some specified amount of time on the job. It is further observed that a few roles can be put together to form a position such as secretary or office manager. Several positions can be put together to comprise a situs such as secretary-clerk-receptionist or office manager-research director-project director-project promotion director and public relations representative. The above might very well describe a two-person staff. A larger staff might have a separate person for each position and a very large staff might have a job built around one particular role such as: file clerk, correspondence secretary, etc. If qualified personnel are in short supply, roles can be combined in such a way as to make maximum use of the talents of the personnel available. If no staff, or an inadequate staff, is available, the needed roles can be performed by well-selected non-staff persons. The demands can be kept within reasonable limits by limiting the assignment to one or two important roles.

Organization flexibility would appear to be the key concept in adapting organization structures to various types of regions. We observed regions with few development organizations, with limited resources, with a limited number of technical specialists in the area, with little experience in the use of professionals. They were strongly inclined to a total non-staff organization.

We observed some moderate-sized regions with moderate differentiation in technical specialization and others with high differentiation in technical specializations. Regions having large metropolitan centers had high technical differentiation, comparatively greater resources, and more inclination to use technically qualified professional staff. Technical differentiation and magnitude of resources are probably more definitive than size alone.

What Qualifications Should Staff and Non-Staff Leaders Have?

Leadership selection is basically a matter of matching the characteristics of a person to the requirements of a job or assignment. In dealing with question one and two, we have seen that assignments can be highly flexible if provision for flexibility is provided. This question invites us to focus particular attention to the personality dimension of the leadership selection equation.

The candidates who may be considered for a particular position are likely to have a rather wide variety of characteristics in relation to the position but the particular characteristics of any one candidate are relatively fixed and inflexible if viewed in a short time period. While it is true that a candidate can grow in the job and that we do select persons with potential abilities and let them grow in the job, this procedure makes sense only if the job is expected to continue for a long period of time and only if better qualified candidates are not available. While personality characteristics are changeable over a long period of time, they are generally not very changeable in a short period of time.

The key variable in question three emerges, then, as the number of qualified candidates available for any particular position. There are many positions in a community requiring secretaries, receptionists, clerks,

office managers, and public relations personnel. Candidates for these positions are most likely to be in long supply if the salary scale is attractive. Economic and social development directors are rare and in short supply. Qualified research directors are specialized to particular types of problems and while not rare in university settings, are in short supply in their availability for development research. The nature of development is such and the nature of research is such that five or six different research directors may be needed for short periods of time. It is very likely that it is better to contract research tasks than to attempt to staff for them. Like researchers, project promoters tend to be specialized to particular types of projects, for dealing with particular types of clients and are very likely to have developed a style of operation particularly suited to such clients and projects. There is a high likelihood that project promoters should be contracted for particular projects rather than built into the staff. This being the case, we will concentrate on two staff positions -- the director and the associate director -- and two non-staff positions, namely: board members and technical consultants.

The social and economic development staff director needs six particular qualifications: (1) a broad conception of social and economic development, (2) particular skills relevant to the objectives of the specific organization, (3) the ability to involve and enthuse others in the project, (4) the ability to effectively organize and relate the activities of various groups, (5) the ability to work under a Board and with technical consultants, and (6) the ability to manage and work with an office staff.

A director with the above qualifications is likely to come from outside the region. If this be the case, the associate director should be knowledgeable

about the region and how to relate to it. He should also have two or three of the other qualifications required of the director so he could be effectively involved in some of the operations of the project.

Board members should have a broad background and orientation in relation to the particular development tasks of the organization. Some of the Board members should have high station in the community and thus be able to mobilize community backing and support.

Technical consultants need to be involved in relation to particular tasks. The amount of non-staff technical consultant help will depend upon the size of the staff and its technical consultant capabilities and the availability of qualified technical consultants within the region.

Involving Leaders in Social and Economic Development

Involvement in general refers to the involvement of non-staff leaders though it could be applied to staff as well in some situations. Involvement needs to be viewed from two perspectives: that of the organization doing the involving and that of the individuals and/or organizations being involved.

A. Involvement from the perspective of the involving organization

I. Purposes of Involvement

a. Ethical

Involvement because it is "right" that people have a voice in programs affecting them.

b. Educational

Involvement because this is how people learn to run their own affairs.

Involvement so people will know what is happening in their communities.

c. Instrumental

Involvement to secure knowledge of situation, perception of problems, expertise in planning, etc.

d. Administrative

Involvement of those with authority to make program decisions and commitments.

e. Manipulative

Involvement so that activities of individuals and organizations can be adjusted to program -- informational.

Involvement in the belief that involvement will lead to commitment to or approval of the program.

f. Promotive and protective involvement

Involvement of persons in the power structure so they will lend their influence in promoting the program and in protecting it and the staff in case of threat. Also, the involvement of persons in the power structure who might become active opposition if they are not involved.

II. Kind of Involvement

a. Selection of objectives

b. Selection of methods

c. Implementation of program

d. Program evaluation

III. Level of Involvement

a. Being told

b. Reacting

c. Proposing

d. Deciding

IV. Mode of Involvement

a. Direct-individual

b. Elected representative

c. Co-opted representative

d. General representative (leading citizen)

V. Structure for Involvement

a. Requirement of a lay board

b. Establishment of procedures requiring the involvement of non-staff personnel

c. Formulating and stressing policy of involving organization members or the public in general

VI. Who to Involve

Who to involve depends largely upon the purposes. The following types are frequently among those who are involved.

1. People with high prestige in the community

2. People who are wealthy

3. People who are representative

4. People with political influence

5. People who have time to participate

6. People who are willing

7. People who are dependable

8. People with particular skills or competencies

VII. Situational Factors

Situational factors sometimes create an urgent need for involvement of some particular type. For example, a school district under heavy attack from a special interest organization organized a citizens' advisory group broadly representative of the community and its power structure.

B. <u>Involvement from the perspective of the individual or organization being involved</u>

The invitation to participate in an organization presents a decision making and social action situation. To deal with the factors which enter into such a decision and some of the consequences of the action

taken, we utilize Reeder's Theory of Decision Making and Social Action which was developed largely from extensive research using social participation data.

The theory focuses upon two major variables, beliefs and disbeliefs, which are of ten different types, and which we will call "beliefs," and attitudinal-behavioral response patterns, which are of four different types, and which for convenience we will refer to as "social action." The ten types of beliefs and disbeliefs are:

Able Factors	Pull Factors	Push Factors
"O" - Opportunity	"B" - Belief Orientations	"E" - Expectations
"A" - Ability	"G" - Goals	"SC" - Self Commitments
"S" - Support	"V" - Value Standards	"F" - Force
	"H" - Habit and Custom	

The four forms of social expression or social action are:

1. Opinions and beliefs
2. Sentiments
3. Hypothetical action
4. Gross behavioral response

The theory deals with the relationships of these two major variables to each other at two stages in a spiral of on-going social behavior. The first stage is decision making, and the action which follows from it; the second stage is the adjustment which takes place between actions and beliefs after an action has occurred. The theory can be summarized in two propositions.

Proposition I. Any decision and the social action which follows from it will be based on the cumulative influence of a small cluster of situationally-relevant beliefs and disbeliefs as perceived by the actor. In other words, a decision or social action = f (O + A + S + B + G + V + H + E + SC + F).

Proposition II. Following an action which is inconsistent with the existing belief and disbelief system of the actor, an adjustment will take place between the actor's beliefs and his actions to make them consistent with each other. This consistency may be achieved by a change in the beliefs of the actor, by changing future actions, or both.

A partial tabulation of reasons given by non-staff leaders in multi-community and multi-county development organizations for their participation in these organizations yields the following specific reasons:

1. Desire to help myself and/or my business.
2. Desire to help the community, the public, or others.
3. Interest in this type of work.
4. Because they asked or invited me to.
5. I was assigned to it as part of my job.
6. Because of the importance of the work.
7. Recognition and prestige.
8. Because of my knowledge of the subject.
9. Because of the success of the program.
10. Because of the positive attitude of the Board.
11. Desire to meet people from other parts of the county.

Goals, expectations, requirements (force), and ability are the general factors represented in the specific reasons listed.

It is evident from the data that non-staff leaders derive a variety of rewards from their participation in development activities. Our research studies on participation indicate that participation increases commitment to the activity and strengthens the beliefs which support further participation. Participants are not aware of this process, however, as it does not operate at the conscious level.

The factor most frequently mentioned as standing in the way of participation by non-staff leaders was lack of time. By generating a powerful cluster of rewards, expectations, assignments in relation to special abilities, stress on the importance of the task and by keeping requests within a reasonable time

requirement these recruiting non-staff leaders might expect to achieve an increased level of favorable responses.

Some Relevant Issues Facing EDA and Some Recommendations

Issue #1. Should EDA become another of the several social and economic development organizations in the region aimed at increasing the number of jobs and the level of income of the region or should EDA become a regional social and economic development service assigned to foster the growth of a coordinated social and economic development program?

EDA cannot do both directly. The two roles call for different resources and different organizational structures. Acceptance of an action role might cause EDA to be, or be seen as, just another competing agency with no more authority or influence toward coordination than the others. There are a number of economic and social development organizations working on specific aspects of social and economic development on a multi-community or multi-county basis already. If EDA chooses this course as well, it joins these other organizations already working on these problems. If it chooses the coordinating role, it must chart a new course not presently covered by the existing organizations.

We recommend that EDA become a social and economic development service designed to facilitate the total social and economic development of multi-county regions; that it do so through the vehicle of a small well-qualified social and economic development staff; that it not compete with existing social and economic development organizations, but coordinate and supplement these activities in the interests of the region as a whole.

If it is to play this latter role, its image must be clear. Other development organizations must perceive it as a facilitating resource, not a competitor.

Issue #2. As we see it, one of the major issues facing EDA stems from a combination of several factors:

1) Tremendous regional variation;

2) The fact that development consists of many locally-relevant and locally-variant things which cannot conceivably operate successfully without a great deal of local involvement, adaptation, education, decision making, and support;

3) The need for great flexibility in both organization structure and program to fit these variables into a feasible program;

4) The fact that bureaucracies tend toward rigidity and inflexibility rather than flexibility;

5) The fact that the agency that supplies the money almost inevitably retains the control over major decisions;

6) The fact that local regions need federal and/or state aid in addition to local resources if needed development is to take place.

Recommendation #1. The type of organizational structure within our purview which comes nearest to meeting all of the needs and problems posed is the type of structure which was used for the Agricultural Extension Service. The economic and social development service should be jointly funded by federal, state, and county funds with broad guidelines in the legislation, with a non-political independent agency administering the service and with provision for periodic checks by the funding units to see that the broad guidelines of the legislation are adhered to.

Recommendation #2. Variability needs to be countered with flexibility; at the same time, some uniformities are essential in organizational activities on a broad scale. There are several ways to build flexibility into the

organization. Just as the postal service has three or four types of post offices plus the rural free delivery, the economic and social development service needs several general types of organizational structures to operate in areas of varying degrees of complexity.

1) We recommend four general classes of organizational structure for social and economic development services, thus providing a broad outline of uniformity-- a social and economic development structure:

a) for highly specialized complex regions,

b) for moderately highly specialized and complex regions,

c) for regions which are moderately low in specialization and complexity, and

d) for regions which are very low in specialization and complexity.

The primary differences among these four types of organizations are in the roles and functions performed locally and, of those, which are allocated to staff in contrast to the roles and functions performed by non-staff persons.

The key questions to be answered in determining the four general organization types are:

a) What roles or functions must be performed by someone, somewhere for the program to succeed?

b) At what level of competency must the role be performed?

c) What talents are generally available among non-staff leaders for each level?

d) How can competencies of the staff be geared to compensate for competencies or lack of competencies in non-staff leaders?

e) What roles and functions should be contracted rather than staffed? Because of their specialized nature, it would seem that research and project promotion are two strong candidates for contracting.

2) A second way to develop a degree of flexibility in relation to the manpower available is to assign essential roles or functions to an entire sub-unit rather than to a particular position or situs within the unit. For example, the functions are assigned to the staff or the board rather than to the staff director or the chairman of the board.

3) A third way to structure for flexibility is to state the main function of the organization as social and economic development suited to the situation in the area. This builds flexibility into the main assignment.

Recommendation #3. Program flexibility suited to the area and to what is already being done in the area can be achieved by specifying only broad general types of programs as general guidelines. Specific projects suited to local needs can thus be developed within the broad framework delineated.

Issue #3. Coordination is not easy to achieve. It is probably best achieved when the relevant parties are brought together by a respected and trusted convener to discuss among themselves and make decisions. Representatives who report to others or overlapping memberships which are presumed to perform a coordinating function have been observed as relatively unproductive in producing effective coordination. This would suggest that organizational representation on non-staff advisory and administrative groups will not be enough in itself to achieve coordination. EDA and its visible sponsors must have or get a reputation for impartial competence.

Issue #4. When the same body of persons suggests projects, serves as technical consultants in evaluating the worth of projects, and decides which projects should be sponsored and/or funded, objectivity is minimized and political pressures are maximized. It has been observed that political pressures are reduced and objectivity increased when the organization is so

structured that these three functions are performed by separate bodies. We suggest that such structuring -- whatever its precise form -- might minimize the effect of inter-organizational competition at the action level and permit a broad range of interested parties to hear and be heard while preserving the efficiency of a small highly qualified decision-making group.

Issue #5: To involve or not to involve non-staff leadership. This issue invites each organization to answer the questions: why or for what reasons, to perform what functions, and what kinds of persons and/or organizations should be involved? The complexity of the region is one major consideration. In a region of very low complexity, all roles may be performed by non-staff leaders; in a highly complex region, most or almost all roles may be performed by staff leaders. In the types of organization proposed earlier major policy decision-making roles would always be allocated to non-staff leaders. In general, the allocation of roles to non-staff leaders would follow the following order:

1. Policy decisions
2. Project approval
3. Project and program review
4. Project proposal
5. Technical consultation
6. Data collection
7. Program execution

Issue #6. How to effectively involve non-staff leaders is one of the challenges of all organization work. Involvement is based on the fact that there are factors other than salary which influence persons to devote time and energy to an activity. In general, the factors are: non-monetary rewards, ability, expectations, and reducing the negative costs by keeping time demands within reasonable limits.

The first five roles listed under Issue #5 are more rewarding and usually require less time than the last two. Policy making and project approval are best achieved with a small group. Large numbers can be involved in project and program review and in suggesting projects. Consultation is specialized and varies with the problem. It is better suited to special task committees than to permanent assignments.

Issue #7: Involving the disadvantaged. The disadvantaged segments of the population are generally non-participants lacking in most of the characteristics which are perceived as qualifying them comparatively to perform the functions needed by development organizations. Lack of influence and power is, of course, one of the limiting factors. They do, however, possess characteristics and qualifications which make them very well suited for one particular role. No one is probably better suited to react to the receptivity of proposed projects designed for disadvantaged persons and which involve their participation. Because they live in and experience disadvantage, they are sometimes thought of as key informants on the problems and proposed solutions for disadvantaged persons. While they are close to the problem, they usually lack the comparative experiences necessary to be able to identify the problem and to suggest solutions. Observation indicates, however, that they can be key reactors. We recommend that they be involved in this role in which they can make a significant contribution in relation to programs particularly designed for the disadvantaged.

Summary

Tasks A and B have involved the task force in a consideration of four units of analysis, namely: the region, the organization, the social person or personality, and social action situations. There are different theories

appropriate to the consideration of each of these social units. Because tasks A and B focus most heavily on organization and social action situations we have dealt explicitly only with theories related to these two units. Bates' Normative Theory of Organization Expectations and Reeder's Theory of Decision Making and Social Action were briefly introduced.

Introduced in summary form, also, were: the different dimensions of social and economic development, the different roles or functions performed in development organizations, the different types of data with which we deal in analyzing the four social units mentioned above and observations from a field study presenting some relevant aspects of development in the areas studied.

In the regions studied we found differences in: population density, resources for development, the number of development organizations operating, the number of technically qualified professionals available and in attitudes regarding the use of professionals. We noted that the roles and functions needed in development work can be performed by either staff or non-staff personnel and that roles can be combined into positions suitable for either. Organization flexibility in the combining of roles into positions and positions into situses appears to be the major key to regional adaptability. Organizational flexibility appeared also to be a key to the utilization of some technical manpower, in adapting to a small, medium, or large staff and in maximizing the use of the particular strengths of staff members, especially those whose talents are in short supply. Research and project promotion are so specialized by problem and project that it would seem wisest to contract for these functions rather than try to staff for them except possibly in a very large staff having a large volume of such activities.

Involvement of non-staff personnel needs to be analyzed by the organization in terms of needed important functions performed by the non-staff persons or organization goals achieved through the involvement. The organization can be structured to maximize the types of involvement needed.

From the point of view of staff recruiting non-staff leaders the principle of maximizing the rewards and minimizing the time involved would appear to be the guiding principle for operation. Non-staff people find rewards in performing important functions, which utilize their particular talents, which they perceived as having important outcomes in helping themselves or someone else and in being invited to do so. Lack of time is the chief resistance factor. This calls for organization flexibility in personalizing the request to suit the talents and interests of the candidates available as much as possible in line with the needs of the organization.

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